Land Use Planning: The Big Picture
Planning Ed.

• A series of interactive and dynamic courses that are designed to provide a better understanding of local planning and development processes among interested members of the public.

• “Land Use Planning: The Big Picture” is the first course offered as part of the Planning Ed. initiative.

• It is expected that future offerings of both this course as well as other potential modules on more targeted topics will be announced in the future.
PART 1

• What is City Planning?
• Organizational Structure
• Policy Environment
• Development Applications
• Group Exercise #1
Agenda

PART 2

• The Decision Making Process
• DMIS Overview
• Effective Presentations at Public Hearing
• Group Exercise #2
The Canadian Institute of Planners, in its National Charter, defines “planning” as:

“The planning of the scientific, aesthetic, and orderly disposition of land, resources, facilities, and services with a view to securing the physical, economic, and social efficiency, health, and well-being of urban and rural communities.”
Organizational Structure

Planning, Property & Development

- Human Resources
- Information Systems Services
- Controller Finance

- Urban Planning
- Urban Design
- Land Dev., Geomatics, Land Info Services & Cemeteries
- Real Estate
- Municipal Accommodations

- Information & Project Management
- Economic Development
- Development & Inspections
- Housing Development & Strategic Initiatives
Organizational Structure

Plan Implementation Branch

Chief Planner
Braden Smith

Principal Planner
Brett Shenback

Senior Planner
Valdene Lawson
Senior Planner
James Platt
Environmental Coordinator
Kristine Koster (Acting)

Planner III
Mike Pyl
Planner III
Robert Kostiuk
Planner III
Susanne Povedo
Planner II
Karin Kiewer

Development Application Branch

Principal Planner
James Veitch

Senior Planner
Glen Doney
Senior Planner
Kurtis Kowalke

Planner III
Devin Clark
Planner III
Noah Yauk
Planner II
Femi Ojo
Planner II
Andrew Ross
Planner II
Elise Finnigan

Senior Planner
Michael Robinson
Senior Planner
Richard Mahe
Plan Implementation Branch

• Administer and periodically review OurWinnipeg, existing secondary plans, zoning by-law.
• Oversee the development of new plans and policies.
• Oversee the City’s environmental and climate change-related initiatives.
• Participate in regional planning activities.
Organizational Structure

Development Applications Branch

- Review all development applications and provide recommendations to decision-makers.
- Attend all Community Committee and Board of Adjustment hearings in advisory role.
- Respond to inquiries and questions from developers, the public, Councillors, etc.
Policy Environment

The City of Winnipeg Charter
SM 2002, c. 39

Charter de la Ville de Winnipeg
L.M. 2002, c. 39

OurWinnipeg
It’s Our City, It’s Our Plan, It’s Our Time

Complete Communities

Council Plans and Policy

Zoning
Policy Environment

• City as “creature of the province”. Canada’s constitution recognizes provinces but not cities. Exist only because provinces recognize them.

• The Charter outlines all of Winnipeg’s powers and limitations.

• From a planning perspective, the Charter provides specific requirements related to:
  • Plan Winnipeg By-law (OurWinnipeg)
  • Secondary Plans
  • Development Applications
  • Decision Making Process
PART 6
PLANNING AND DEVELOPMENT

DIVISION 1
PLANS

PLAN WINNIPEG

Adoption of Plan Winnipeg
224 Council must, by by-law, adopt a development plan, in this Part referred to as "Plan Winnipeg", which must set out
(a) the city's long-term plans and policies respecting
   (i) its purposes;
   (ii) its physical, social, environmental and economic objectives, and
   (iii) sustainable land uses and development;
(b) measures for implementing the plan; and
(c) such other matters as the minister or council considers necessary or advisable.

Initiation of amendments to Plan Winnipeg
225(1) An amendment to Plan Winnipeg may be initiated by
   (a) council; or
   (b) an application
      (i) made by the owner of real property to which the application refers, and
      (ii) filed with a designated employee.

Right to hearing
225(2) Subject to subsection (3), where an owner of property applies under clause (1)(c) for an amendment to Plan
Winnipeg, the person is entitled to have the application dealt with at a hearing under subsection 227(1).

Application may be refused
225(3) An application made under clause (1)(b) may be refused without a hearing if,
   (a) in the opinion of executive policy committee, it is without merit; or
   (b) in the opinion of a designated employee, it is the same as or substantially similar to an earlier application that was
       rejected under subsection 227(2) within one year before the day when the new application is made.

Periodic review
226(1) Council must begin a review of Plan Winnipeg
   (a) when required to do so by an order made under subsection (2); and
   (b) at least once within five years after each re-adoption or replacement of the plan.
Fulfills statutory requirement for long-term development plan required by City of Winnipeg Charter.

Adopted as by-law but approved by the Province.

Broad in scope – required to include City’s purposes, physical, social, environmental, and economic objectives, plans for sustainable land uses and development, and measures for implementing plan.

Additional and more detailed policy provided via four Direction Strategies.
One of four Direction Strategies supporting OurWinnipeg. Guides land use and development. Primary focus is to lay out a framework for the city’s future physical growth.

Adopted by Council as a City-wide secondary plan.

Based on a Conference Board of Canada forecast projecting 180,000 new City of Winnipeg residents by 2031.
WHAT IS A COMPLETE COMMUNITY?
Complete communities are places that both offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn, and play in close proximity to one another.

CHARACTERISTICS
Complete communities provide options for accessing services, amenities, and community resources by ensuring that most of the daily necessities of life – services, facilities, and amenities – are readily accessible.
Urban Structure

Recent Communities
Local Area Plans formally establish and document a vision for a specific geography and build consensus around policy related to land use, urban form, transportation, parks, and open spaces, etc.

<table>
<thead>
<tr>
<th>Plan type</th>
<th>Urban Structure element</th>
</tr>
</thead>
<tbody>
<tr>
<td>Neighbourhood Plan</td>
<td>Mature Communities/built-up areas</td>
</tr>
<tr>
<td>Area Master Plan</td>
<td>Major Redevelopment Site</td>
</tr>
<tr>
<td>Precinct Plan</td>
<td>New Communities (Precincts)</td>
</tr>
<tr>
<td>Corridor Plan</td>
<td>Regional Mixed Use Corridors, Rapid Transit Corridors</td>
</tr>
<tr>
<td>Area Structure Plan</td>
<td>Recent Communities</td>
</tr>
</tbody>
</table>
Council policy helps elaborate upon higher level policy. For example, for Centres and Corridors, Complete Communities instructs:

**DIRECTION 2**
WHERE APPROPRIATE, DEVELOP CORRIDORS IN ACCORDANCE WITH TRANSIT ORIENTED DEVELOPMENT PRINCIPLES.

As a result, the Urban Planning Division developed a TOD Handbook to further articulate upon this direction. It has been endorsed as Council policy.
Zoning is a regulatory tool that outlines bulk requirements, permitted uses, and other performance standards affecting specific properties.

There are two zoning by-laws applicable to the City of Winnipeg:

- City of Winnipeg Zoning By-law No. 200/06
- Downtown Zoning By-law No. 100/04

**POLICY vs ZONING**

Policy is high-level and strategic, and usually less prescriptive on a lot-by-lot basis, whereas zoning implements this high-level policy. Example:

**Policy:**

“Development will achieve an urban character and reinforce the relationship between buildings and the street by orienting buildings to the street to restore traditional mature character.”

vs

**Zoning Requirement:**

Maximum required front yard of 10 ft.
Zoning By-law No. 200/06 includes the following sections:

- Principal and accessory uses
- Dimensional standards
- Permitted projections
- Parking and loading
- Signs
- Landscaping and buffering
- Fences & screening
- Lighting

Zoning districts include:

- “R1” Residential Single Family
- “R2” Residential Two Family
- “RMF” Residential Multifamily
- “RMU” Residential Mixed Use
- “A” Agricultural
- “EI” Educational and Institutional
- “C1” thru “C4” Commercial districts
- “M1” thru “M3” Manufacturing districts
- “PR1” thru “PR3” Parks districts
Zoning
### SECTION 62 - PERMITTED USES

**Table 4-1: Principal Use Table**

| ZONING DISTRICT | A | PR1 | PR2 | PR3 | RR5 | RR2 | R1  | R2  | RMF | RMU | RMH | C1  | C2  | C3  | C4  | CMU | EI  | MMU | M1 | M2 | M3 | Use Specific Standards (Section) | Parking Category |
|-----------------|---|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|----------------------------------|------------------|
| **Residential and Residential-Related** |   |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |                                 |                  |
| **Household Living**                    |   |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |                                 |                  |
| Dwelling, live-work |   |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |                                 |                  |
| Dwelling, multi-family amended 95/2014 |   |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |                                 |                  |
| Dwelling, single-family detached        |   |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |                                 |                  |
| Dwelling, two-family                    |   |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |                                 |                  |
| Mobile home                              |   |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |     |                                 |                  |
### Zoning

**SECTION 137 – DIMENSIONAL STANDARDS**

<table>
<thead>
<tr>
<th>Zoning District and Designation</th>
<th>Minimum Lot Area (Sq. Ft.) [Notes a, e] amended 95/2014</th>
<th>Minimum Lot Width (Ft.) (Note e) amended 95/2014</th>
<th>Minimum Front Yard (Ft.)</th>
<th>Minimum Rear Yard (Ft.)</th>
<th>Minimum Side Yard (Ft.) [Note b]</th>
<th>Minimum Reverse Corner Street Side Yard (Ft.)</th>
<th>Maximum Height of Bldg. (Ft.)</th>
<th>Maximum Lot Coverage (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>RR5</td>
<td>5 acres</td>
<td>25</td>
<td>25</td>
<td>25</td>
<td>25</td>
<td>25</td>
<td>35</td>
<td>30</td>
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<tr>
<td>RR2</td>
<td>87,120</td>
<td>25</td>
<td>50</td>
<td>25</td>
<td>25</td>
<td>25</td>
<td>35</td>
<td>30</td>
</tr>
<tr>
<td>R1-Estate</td>
<td>20,000</td>
<td>25</td>
<td>30</td>
<td>25</td>
<td>10</td>
<td>20</td>
<td>35</td>
<td>30</td>
</tr>
<tr>
<td>R1-Large</td>
<td>5,500</td>
<td>25</td>
<td>20</td>
<td>25</td>
<td>4</td>
<td>10</td>
<td>35</td>
<td>40</td>
</tr>
<tr>
<td>R1-Medium</td>
<td>3,500</td>
<td>25</td>
<td>15 [note c &amp; d]</td>
<td>25</td>
<td>4</td>
<td>4</td>
<td>35</td>
<td>45</td>
</tr>
<tr>
<td>R1-Small</td>
<td>2,500</td>
<td>25</td>
<td>15 [note c &amp; d]</td>
<td>25</td>
<td>3 each, or 2 &amp; 4</td>
<td>4</td>
<td>35</td>
<td>45</td>
</tr>
<tr>
<td>RMH</td>
<td>See section 147, Residential Mobile Home Park District-Specific Standards</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>R2</td>
<td>5,000 (2,500 per dwelling unit for two-family; 800 per dwelling unit for multi-family)</td>
<td>25</td>
<td>20</td>
<td>25</td>
<td>4</td>
<td>10</td>
<td>35</td>
<td>NA</td>
</tr>
</tbody>
</table>
Application types

SUBDIVISION (DASSF, DAS, DASZ)

Short form subdivisions: the subdivision of property where no public street or lane is being created and a zoning change is not required. No public hearing required.

Long form subdivisions: the subdivision of property necessitating a zoning change and/or creates new public streets. Council approval required, with a public hearing at Community Committee.

REZONING (DAZ)

A request to change a property’s zoning without creating new lots or modifying the property lines of an existing lot. Council approval required, with a public hearing at Community Committee.

ZONING AGREEMENT AMENDMENT (ZAA)

Often established as a result of a rezoning/subdivision application, zoning agreements further manage a site’s function and development, imposing additional conditions beyond the rules of the zoning by-law. Council approval required, with a public hearing at Community Committee.
**VARIANCE (DAV)**

In the zoning by-law, there are rules for development for each zoning district – building setbacks, building heights, lot coverage, etc. When a property owner finds it either impossible or impractical to meet these rules, a variance application may be filed to modify the zoning by-law provisions.

Most variances are approved by the Board of Adjustment, with appeals heard at the Appeals Committee.

**CONDITIONAL USE (DCU)**

The zoning by-law prescribes all permitted and restricted land uses in each zoning district. Some uses are “conditional”, meaning their approval is subject to administrative review and a public hearing.

Conditional uses are approved by the Board of Adjustment, with appeals heard at the Appeals Committee.
Break
PART 2

- Political Structure
- The Decision Making Process
- DMIS Overview
- Effective Presentations at Public Hearing
- Group Exercise #2
Mayor
Brian Bowman

Members of Council
2014 - 2018
• Three Ward Councillors are grouped into 5 Community Committees

• Have authority to assign street names and conduct public hearings on land and licensing matters.
Rezonings (DAZ)
Rezoning and Subdivision (DASZ)
Zoning Agreement Amendment (ZAA)

Decision-making Process

Planning Report → Community Committee Public Hearing → Standing Policy Committee → Executive Policy Committee → Council Decision

By-law Adopted

Yes

No

Refused and Filed
DECISION-MAKING CRITERIA

Subdivision and rezoning applications are reviewed against OurWinnipeg, Complete Communities, any applicable secondary plans, and any other appropriate plan or policy.
Decision-making Process

Planning Report → Board of Adjustment Public Hearing → Order Issued (after appeal period)

Yes → Appeal Upheld

No → Order Rejected

Appeal by public or applicant → Appeals Committee Public Hearing → Appeal Rejected

Variance (DAV)
Conditional Use (DCU)
DECISION-MAKING CRITERIA

Section 247(3) of the City of Winnipeg Charter sets out the criteria upon which variances and conditional uses are reviewed.

a) Is consistent with Plan Winnipeg and any applicable secondary plan;

b) Does not create a substantial adverse effect on the amenities, use, safety, and convenience of the adjoining property and adjacent area, including an area separated from the property by a street or waterway;

c) Is the minimum modification of a zoning by-law required to relieve the injurious effect of the zoning by-law on the applicant’s property; and

d) Is compatible with the area in which the property to be affected is situated.
COUNCIL

Has decision-making authority over DASZs, DAZs, and ZAAs.

Members of Council on Appeals Committee have decision-making authority over DAVs and DCUs if appealed.

Public hearings for DASZs, DAZs, and ZAAs are held at Community Committee, which is comprised of the three area councillors.
PUBLIC SERVICE

Role is advisory in nature. Administration does not have decision-making authority.

Provide publicly-available reports with recommendations prior to public hearing to inform decision-making.

Administration includes professional planners, engineers, lawyers, accountants, etc.

Circulates other external stakeholders such as rail lines, utilities, etc.

Ensure proper process is followed.

Roles
Decision-making Process

RESIDENTS

Informed of applications by on-site poster, newspaper ad, word-of-mouth, or other developer initiative.

Can speak at public hearing in support or opposition to an item, or appear simply for information.

Roles
**APPLICANTS**

Their application initiates the development application process.

Typically meet with an area planner to discuss issues before an application is made.

Will often hold an open house prior to hearing for interested members of the public.

Financially self-interested in success of project. Necessary for the City to achieve Complete Communities’ vision.

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**Roles**
**PUBLIC HEARINGS**

A statutory requirement required by the City of Winnipeg Charter built into the decision-making process. Not optional.

Carried out by the City.

Required to be held at a Committee of Council. Minutes are recorded to inform the decision-making process going forward.

**OPEN HOUSES**

Typically carried out by the applicant.

Not legally required, although is usually strategically beneficial to the applicant.

City has guidelines for public open houses. It offers considerations such as:

- Avoid weekends, statutory holidays, dates of Community Committee meetings, etc.
- Host at a neutral site.
- Solicit feedback through an exit survey.
Decision-making Process

www.winnipeg.ca/CLKDMIS

Decision Making Information System (DMIS)
Thank You!

Website: www.winnipeg.ca/PlanningEd
Email: PlanningEd@winnipeg.ca